



Washington, D.C. 20505

28 JAN 1978

Honorable Griffin B. Bell
Attorney General
Department of Justice
Washington, D. C. 20530

Dear Griffin:

Thank you for your letter of 9 January, forwarding a proposed CIA/DOJ Memorandum of Understanding intended to implement 28 U.S.C. §535.

I agree that the memorandum accurately reflects the understandings that have been reached by our staffs, and I would propose only the two following modest amendments:

(a) The provision governing the obligations of senior intelligence officials to report possible crimes to the Attorney General appears, slightly reworded, as section 1-706 rather than section 3(g)(8) of Executive Order 12036, the successor to Executive Order 11905. Footnote 1 of the memorandum should be revised accordingly.

(b) The first sentence in paragraph 4 of the memorandum would less awkwardly express the same meaning if it were rewritten to state:

A basis for referral shall be deemed to exist and the matter shall be referred to the Department of Justice unless the preliminary inquiry establishes in a reasonable time that there is no reasonable basis for belief that a crime was committed....

With these minor changes the Memorandum of Understanding is acceptable, and I believe as you do that its adoption will be a real step forward. The two changes are reflected in the enclosed draft, which we will regard as final unless you have any further comments or objections.

Yours sincerely,

/s/ Stansfield Turner

STANSFIELD TURNER

Enclosure

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MEMORANDUM OF UNDERSTANDING

Procedures for Reporting Violations of Federal Law
as Required by 28 U.S.C. §535

1. Taking cognizance of the statutory responsibility of the Director of Central Intelligence to protect intelligence sources and methods from unauthorized disclosure and taking note of the security problems of the CIA, I hereby establish the following procedures by which CIA shall report violations of Federal law as required by 28 U.S.C. §535. This Memorandum of Understanding is issued pursuant to authority conferred by 28 U.S.C. §535(b)(2) and supersedes any prior agreements or guidelines. ^{1/}

2. When information or allegations are received by or complaints made to the CIA that its officers or employees ^{2/} may have violated Title 18 of the United States Code, CIA shall conduct a preliminary inquiry. Such an inquiry, normally conducted by the Office of the Inspector General or Office of Security and reviewed by the Office of General Counsel, will determine if there is any basis for referral of the matter to the Department of Justice. The inquiry will not, however, seek to establish all necessary elements of the possible violation as a precondition to reporting the matter to the Department of Justice expeditiously.

^{1/} This Memorandum defines only the reporting requirement under 28 U.S.C. §535 for violations committed by "CIA officers and employees" as defined in note 2, infra. Reporting requirements for violations committed by other Government officers and employees will be governed by section 1-706 of the revised version of E. O. 11905 which will require the Director, along with other senior officials of the Intelligence Community, to:

Report to the Attorney General evidence of possible violations of federal criminal law by an employee of their department or agency, and report to the Attorney General evidence of possible violations by any other person of those federal criminal laws specified in guidelines adopted by the Attorney General.

^{2/} For the purpose of the reporting requirement set forth in this Memorandum, the phrase "CIA officers and employees" includes a former officer or employee (a) when the suspected offense was committed during his Federal employment and (b) when the suspected offense, although committed thereafter, is connected with his prior activity in the Federal service (see, for example, 18 U.S.C. §207).

3. If, as a result of this preliminary inquiry there is a basis for referral to the Department of Justice and CIA desires to conduct a more extensive investigation for administrative or security reasons, it will so inform the Department of Justice to ensure that such investigations do not jeopardize the Government's criminal investigation or prosecution.

4. A basis for referral shall be deemed to exist and the matter shall be referred to the Department of Justice unless the preliminary inquiry establishes in a reasonable time that there is no reasonable basis for belief that a crime was committed. Referrals shall be made in the following manner:

(a) In cases where no public disclosure of classified information or intelligence sources and methods would result from further investigation or prosecution, and the security of ongoing intelligence operations would not be jeopardized thereby, the CIA will report the matter to the cognizant office of the Federal Bureau of Investigation, other appropriate Federal investigative agency, or to the appropriate United States Attorney or his designee for an investigative or prosecutive determination. ^{3/} CIA officers or employees who are the subjects of such referrals to any component of the Department of Justice may be identified as John Doe # _____ in any written document associated with the initial referral. The true identities of such persons, however, will be made available when the Department determines such to be essential to any subsequent investigation or prosecution of the matter so referred.

A record of such referrals and the action subsequently taken to dispose of the matter shall be maintained by the CIA, and on a quarterly basis, a summary memorandum indicating the type of crime, place and date of referral and ultimate disposition will be forwarded to the Assistant Attorney General, Criminal Division, or his designee. Referrals made by CIA covert facilities to United States Attorneys, the FBI or other Federal investigative agencies will also be included in the quarterly report with due regard for protection of the security of said installations.

(b) In cases where preliminary investigation has failed to develop an identifiable suspect and the CIA believes that investigation or prosecution would result in public disclosure of classified information or intelligence sources or methods or would

^{3/} This reporting requirement applies to all matters except cases involving bribery or conflict of interest which shall be directly referred to the Criminal Division.

seriously jeopardize the security of ongoing intelligence operations, the Criminal Division will be so informed in writing, following which a determination will be made as to the proper course of action to be pursued.

(c) In cases where preliminary investigation has determined that there is a basis for referral of a matter involving an identifiable CIA officer or employee to the Department of Justice, the future investigation or prosecution of which would result in the public disclosure of classified information or intelligence sources or methods or would seriously jeopardize the security of ongoing intelligence operations, a letter explaining the facts of the matter in detail will be forwarded to the Criminal Division. A separate classified memorandum explaining the security or operational problems which would result if the information needed to prove the elements of the offense were made public or which could result from a defense request for discovery under Rule 16 of the Federal Rules of Criminal Procedure shall also be forwarded to the Criminal Division, if requested. Such officers and employees may be designated as John Doe # ____ under the conditions and limitations set forth in paragraph 4(a), above.

In reporting such matters, the CIA shall inform the Criminal Division of the steps it has taken to prevent a recurrence of similar offenses, if such action is feasible, as well as those administrative sanctions which may be contemplated with respect to the prospective criminal defendant.

The Criminal Division, after any necessary consultation with CIA, will make a prosecutive determination, informing the CIA in writing of such determination.

5. The CIA may take appropriate administrative, disciplinary, or other adverse action at any time against any officer or employee whose activities are reported pursuant to this Memorandum of Understanding, but shall coordinate such actions with the appropriate investigative or prosecutive officials to avoid prejudicing the criminal investigation or prosecution.

6. While requiring reports to the Criminal Division to be in writing, the nature, scope and format of such reports may vary on a case-by-case basis dependent upon an assessment by the CIA and Criminal Division of the nature of the matters which are being reported. Matters not readily resolved by reference to the foregoing guidelines will be handled on a case-by-case basis, as the need may arise, consistent with the provisions of 28 U.S.C. §535.

7. Although this Memorandum of Understanding establishes reporting procedures with respect to the requirements of 28 U.S.C. §535 with reference only to Title 18 violations, CIA will utilize these same procedures to report any violations of law required by Executive Order to be reported to the Attorney General.

8. The Director of Central Intelligence, whenever he believes security or other circumstances warrant, may make a direct referral to the Attorney General of any matters required to be reported pursuant to this Memorandum of Understanding, in lieu of following the reporting procedures set forth herein.